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# Open Space: Some Ideas for Its Imaginative Use and Preservation

- New Report of the Governor's Advisory Commission on Open Space and Outdoor Recreation Urges Priorities for Action
- State-wide Inventory of Special Landscape Features Proposed by The Trustees of Reservations; a First Step to Protection
- Professor Charles W. Eliot, II, Long-time Standing Committee Member, Distinguished Planner and Landscape Architect, Receives The Trustees of Reservations 1969 Conservation Award



## The Trustees of Reservations

A BULLETIN OF NEWS, COMMENT AND OPINION IN THE FIELD OF THE ENVIRONMENT, JANUARY, 1970

# An Urgent Need for Coordination

Report of Governor's Open Space Commission Calls for Top-level Board of Environmental Advisors

"The recommendations in this document," said His Excellency, "should be invaluable in helping to formulate our program for the environment."

On November 26, 1969, in Boston's historic State House, Governor Francis W. Sargent met with 14 members of the **Governor's Advisory Commission on Open Space and Outdoor Recreation** to officially accept the Commission's report.

"In fact," continued the Governor, "we have already used the report as one of the main sources of our proposal to establish an **Environmental Quality Control Council** to represent citizen interest in the area of the environment."

Maintaining and improving the quality of the environment will be one of the chief concerns of the Sargent Administration in the months ahead.

"I would like this Commission to stay active," said the Governor, "employing its special talents, energies and ideas, not only in the areas of open space and outdoor recreation, but in all ways which will enhance the quality of life here in Massachusetts."

The **Governor's Advisory Commission on Open Space and Outdoor Recreation** was originally proposed in 1967 by The Trustees of Reservations following a conference entitled **The Parkland Crisis in Greater Boston**.

Its duties and responsibilities are outlined in the report itself reproduced below.

Members of the **Governor's Advisory Commission on Open Space and Outdoor Recreation** were chosen for their interest in and knowledge of these key areas of the environment.

Included is a former Chairman of the Standing Committee of The Trustees of Reservations; the President of the Massachusetts Audubon Society; an Appalachian Mountain Club Council Member; the Director of the Center for Environmental Studies at Williams College; Chairman of the Massachusetts-Rhode Island A.M.C. Trail Guide; a leader in the state's Catholic Youth Organizations, real estate developers, whose imaginative and responsible use of land and related resources have demonstrated a deep concern for the environment; the President of the Boston Society of Architects; the President of the Housatonic River Watershed Association; two landscape architects, both distinguished members of the faculty at Harvard University's School of Design, as well as lawyers, businessmen and an expert in urban affairs. Former Chairman of the Commission, Mr. Thaddeus Beal, was appointed Under Secretary of the Army on March 8, 1969.

Commission members are Chairman, Dr. Andrew J. S. Scheffey, Secretary, Mr. Gordon Abbott, Jr., Mr. Harrison L. Bennett, Mr. Richard Borden, Mrs. Robert T. Capeless, Monsignor John T. Carroll, Professor Charles W. Eliot, II, Mr. Richard T. Fisher, Mr. Robert P. Fitzgerald, Mrs. Bernard H. Flood, Mr. Emil Hanslin, Mr. Thomas M. Horan, Professor Peter L. Hornbeck, Mr. Robert Livermore, Jr., Mr. John W. Peirce, Mr. William L. Putnam, Mr. Antonio J. Tambone, Mr. Harold L. Vaughan and Mr. John M. Woolsey, Jr.



*Open Space Report is formally presented to Governor Francis W. Sargent. Commission members from left are Harold L. Vaughan, Mrs. Bernard H. Flood, Mrs. Robert T. Capeless, Peter L. Hornbeck, Antonio J. Tambone, John W. Peirce, Harrison L. Bennett, Charles W. Eliot, II, Gordon Abbott, Jr., John M. Woolsey, Jr., Emil Hanslin, Richard T. Fisher, Robert Livermore, Jr. and Richard Borden.*

## INTRODUCTION

In March, 1968, His Excellency Governor John A. Volpe, with Executive Order Number 55, established the **Governor's Advisory Commission on Open Space and Outdoor Recreation**.

It consists of 21 members chosen for their knowledge and experience in the field of conservation and recreation, and for their geographic location throughout the Commonwealth.

The Commission is charged with the following responsibilities:

1. To review present programs involving the acquisition, protection and development of open space, conservation areas and recreation facilities, with particular attention to the needs of metropolitan areas;
2. To suggest priorities for action and to assist public and private agencies in coordinating action programs;
3. To assist in proposing and supporting legislation to implement the suggested programs and policies;
4. To stimulate support for these programs from the general public;
5. To advise the Governor on all matters concerning the acquisition, administration and maintenance of open space resource and outdoor recreation areas.

The Commission has held 12 meetings to consider these matters and to formulate recommendations. Interest has been high. Rarely have there been less than 10 members present whenever the Commission has met. (A list of Commission members also appears at the end of this report.)

In the early stages of deliberation — the spring of 1968 — Chairman Thaddeus Beal appointed five sub-committees to analyze and report on the following areas:

1. Program Review and Policy Coordination
2. Public Lands
3. Private Lands
4. Urban Recreation
5. Education

Each sub-committee met at least twice, and written reports on their specific areas of responsibility were submitted to the Chairman.

During its discussions, the Commission also met formally with representatives of major Federal, State and private agencies including the U. S. Bureau of Outdoor Recreation, the Department of Commerce and Development, the Department of Community Affairs, the Department of Natural Resources and the Division of Fisheries and Game, the Department of Public Works, the Metropolitan District Commission, the Metropolitan Area Planning Council, the Office of Planning and Program Coordination, the Public Access Board and the United Community Services.

Commission members met as well in 1968 with the then Speaker of the Massachusetts House, at the time also Chairman of the Special Legislative Commission on the Islands, Waters and Shoreline of Boston Harbor.

Correspondence was also exchanged with such agencies as the state Department of Public Health and numerous other organizations throughout the United States whose responsibilities are related to open space and outdoor recreation.

The Commission ranged widely in its deliberations, consid-

ering the need for immediate action to secure specific sites and to correct current problems, while at the same time evaluating program objectives and policy goals of a long-term nature.

Earlier in 1969, the Commission collected and summarized its thoughts and proposals in a preliminary report. This was sent to every Commission member who was asked to edit, correct, add and comment wherever, in his opinion, it was needed. These comments were then compiled and reviewed in a meeting of the full Commission.

A second preliminary report was subsequently written bearing the results of these discussions and mailed to every Commission member. Again, each was asked for his comments and suggestions.

This report, then, is a collection of ideas and recommendations which represents more than a year of thoughtful discussion and the sifting of two preliminary report drafts.

Throughout, many proposals and suggestions were considered and although progress has been slow without full-time staff support, state resource and planning agencies have been most cooperative, not only providing valuable information, but helping with organizational details as well. For this the Commission is most grateful.

Although much work remains to be done, the Commission presents this summary statement of its findings and recommendations at this time to emphasize the urgency of action in certain areas.

Some of the proposals can be initiated by Executive Order. Others will demand legislative action. Most will require citizen participation and support.

We believe the measures outlined will enable the Commonwealth to deal positively with these issues. The Advisory Commission on Open Space and Outdoor Recreation stands ready to assist in this effort, and to continue at the Governor's direction for as long as it may serve, in his opinion, a useful function.

Boston, Massachusetts  
August 1, 1969

## A. POLICY AND ADMINISTRATION

### Advisory Board on the Environment

The multiplicity of public and private jurisdiction, the proliferation of responsibilities among agencies and the lack of a central focal point within State government for coordinated program analysis and land use planning, are viewed by the Commission as the underlying barriers to improved procedures for dealing with questions of environmental quality in Massachusetts.

Questions of open space planning and recreation resource management must be approached within a broad environmental context. To provide effective protection for the natural environment, and to promote more rational forms of development in the future, there is urgent need for better communication and policy coordination, on a continuing basis, and at the highest level of state government.

A process of long-range environmental planning must be initiated and broad policy goals for the use of the natural resources of the Commonwealth must be established.

1. We recommend that an Advisory Board on the Environment be established in the office of the Governor to provide this function, consisting of five members appointed by the Governor, and with funds provided to employ a permanent Executive Secretary.

No member of the Advisory Board should be an employee of the Commonwealth. At least four members should be persons who have demonstrated an interest in, and knowledge of, the problems of improving the quality of the physical environment. Members should serve without compensation.

It would be the Board's duty to represent the public in the area of environmental quality, to review existing programs and needs and to make reports and recommendations to the Governor and the General Court from time to time (a) with respect to planning for the conservation management, the development and uses of natural resources, and the development of appropriate land use policies, and policies with respect to air pollution, water pollution, waste disposal, noise pollution and other matters that affect environmental quality; (b) to identify problems in existing quality control efforts, including unmet, or inadequately met, needs, undesirable overlaps, or conflicts in jurisdiction among public agencies and efforts which may be unnecessary or undesirable; and (c) to suggest measures appropriate to the protection, management and improvement of environmental quality on a long-term basis.

#### Office of Environmental Affairs

At another level, there is urgent need to improve communication and cooperation among agencies and departments which have different functional responsibilities for environmental planning, control and management. These include the Department of Community Affairs, the Department of Natural Resources, the Department of Public Works, the Department of Public Health, the Metropolitan District Commission, the Metropolitan Area Planning Council and other regional planning organizations. Under the present structure of state government there is no vehicle to provide communication and coordination.

Early in its deliberations the Commission considered the need for the establishment of a permanent Inter-Agency Council on the Environment to overcome this deficiency. Composed of ranking representatives from all relevant agencies and organizations, it would have minimal staff, and would meet regularly to review programs and policies among the executive, administrative and legislative branches, and to provide continuity in program planning activities at different levels of government.

The Commission still favors this concept, and would encourage the creation of the Council as an interim measure. However, the recent analysis and report prepared by the Advisory Committee on Modernization in the Office of Planning and Program Coordination provides a more basic and comprehensive approach to problems of environmental planning and development within the Commonwealth. Adoption of its major proposal for a Division of Environmental Affairs would accomplish many of the objectives which we consider are so urgently needed.

2. We therefore strongly endorse existing proposals to re-

organize and modernize state government, and we recommend that immediate steps be taken to establish an Office of Environmental Affairs as outlined in the reorganization report.

#### Joint Standing Committee on the Environment

Many innovative precedents for resource management in Massachusetts — Conservation Commissions, wetlands legislation, pollution control — have been created by the wisdom and concerns of the General Court. There is, however, need to consolidate gains already made, and opportunity to stimulate more far-reaching action in the future by focusing legislative concern and policy analysis upon critical issues of land use planning and pollution control.

3. We recommend that the General Court establish a Joint Standing Committee on the Environment within the Legislature, composed of the Chairmen of the Committees on Natural Resources and Agriculture, Social Welfare, Transportation and Commerce and Labor.

#### The Metropolitan District Commission

With its responsibilities for water treatment and supply, sewers and sewage disposal, recreation, highways and public safety embracing the largest metropolitan area in the Commonwealth, the Metropolitan District Commission plays a vital role in the environment of millions of Massachusetts citizens.

Established in 1919, the MDC combines three previously separate metropolitan agencies dealing with water, sewage and parks. Today, with the growth of metropolitan Boston and the complexities of urban life, the passage of time has dealt the MDC more than its share of administrative and structural problems.

Its financing procedures are complicated, cumbersome and, at times, even unreasonable. MDC officials report frustration with assessment procedures which they themselves often find difficult to defend.

Another chronic MDC problem is the State's apparent willingness to provide funds for the development of recreational facilities — such as skating rinks, swimming pools, bathhouses and even zoos — but its unwillingness to appropriate monies to maintain these facilities and their surrounding land areas.

The management and care of park lands, too, have been left to the Police Captains in each district, who, quite understandably, have neither the time, the landscape knowledge or the funds to provide the kind of attention these vital areas deserve.

MDC problems with sewer treatment plants in Boston Harbor have been well-chronicled, and with the Quabbin Reservoir now looking towards the Connecticut River as a supplementary source, the vital question of water supply, as well, proposes to be a sizable challenge in the years ahead.

The future of this agency, which provides and protects the Boston Metropolitan area's basic natural resources, deserves immediate attention.

4. We recommend that the Governor propose and the Legislature authorize an independent, in-depth study of the Metropolitan District Commission's responsibilities, admin-

istrative structure, staffing patterns, planning capacities and policy goals, to determine whether these are consistent with the environmental needs of the region, and to ascertain proper relationships with other resource and planning organizations.

## B. ENVIRONMENTAL DEVELOPMENT

The basic resource experiencing direct impact of population and industrial growth is the land.

How we use this resource will, to a large extent, determine the kind of life that our citizens will enjoy in the years ahead. A portion of our landscape is already secured for conservation and outdoor recreation purposes. A much larger proportion - more than three-quarters of the land surface - is under private ownership.

Thus, given the predicted pressures of population growth and subsequent development expansion, land use planning — both public and private — should be tempered with an urgency of purpose. If we do not act now, the opportunities which are currently available will not exist even one decade hence.

Two forces are needed. One is to acquire and preserve segments of open land for public purposes and enjoyment. The second is to promote rational development of the landscape for urban work and needs — housing, industry, services — without needless destruction of its environmental values.

**5. To coordinate these aims we recommend the establishment of a special Land Use Planning Division in the Executive Office for Administration and Finance. It should be professionally staffed and with sufficient authority to exercise guidance over the expenditure of state funds in the area of the environment.**

This Land Use Planning Division would initiate an urgently-needed state-wide land use policy, and would coordinate and direct the activities of regional planning agencies.

We recommend that capital funds available for conservation be devoted primarily to land acquisition at this time, and that concerted efforts be made to obtain additional funds for land acquisition on local, state, federal levels. We also recommend that new and imaginative policies be pursued to foster positive forms of development planning that will incorporate amenity values and ecological considerations into the private planning and development process.

6. To further open space programs, we urge a wider use of easements and development restrictions where the taking or purchase of fee may not be advisable or necessary.

7. We suggest that local planning policies be directed to encourage higher concentration of economic activity — housing, schools and utilities — in order to make more efficient use of limited land resources and to preserve diversity and choice.

This proposal is admittedly contrary to many existing trends towards decentralization. Making better and more efficient uses of urban land, however, is the only practical way of preserving the quality and the diversity of our environment throughout the Commonwealth.

This would involve such things as the imaginative use of air rights over freeways, imaginative and effective use of zoning in small towns as well as cities, encouraging a mixture of low and high rise structures in both our towns and cities, and rethinking the process of highway location and design.

### Planned Unit Development

Better planning and zoning procedures are essential to the preservation of the landscape. The Commission supports and endorses the concept of Planned Unit Development.

The intent is six-fold. Ingenuity, imagination and design efforts on the part of builders, architects, site planners and developers can produce residential developments which are in keeping with over-all land use intensity and open space objectives of a Master Plan while departing from the strict application of use, setback, height and minimum lot size requirements of several zones.

Planned Unit Development procedures permit a creative approach to the development of residential land; accomplish a more desirable environment than would be possible through the strict application of minimum requirements of the Zoning Code and Subdivision Code; provide for an efficient use of land, resulting in smaller networks of utilities and streets and thereby lower housing costs; enhance the appearance of neighborhoods through preservation of natural features, the provision of underground utilities where feasible and the provision of recreation areas and open space in excess of existing zoning and subdivision requirements. Planned Unit Development provides an opportunity for new approaches to living environment; and provides an environment of stable character compatible with surrounding residential areas.

Both cluster zoning and Planned Unit Development are presently under study by a special Advisory Commission on Planning and Zoning.

**8. We recommend enabling legislation be introduced to permit Massachusetts cities and towns to utilize Planned Unit Development.**

More efficient use of the open space resources of the Commonwealth requires highly coordinated knowledge of what land areas are available and where they are located. Greater emphasis must be placed on the concept of regional planning districts. The open space plans and inventories of these districts must be keyed to local and statewide planning guides and criteria. The Metropolitan Area Planning Council has developed such a pattern, and sets an example which should be followed statewide.

### Agricultural Land

Particular attention should be given to farmland as a critical and strategic element in the open space system. Approximately 20 percent of the land area of Massachusetts is privately owned by farmers. While these properties contribute immeasurably to the environmental quality of the Commonwealth, they are experiencing enormous development pressures and growing tax burdens.

**9. We recommend that the Governor appoint an Ad Hoc Task Force on the Retention of Agricultural Lands, to develop specific proposals and to report to the Advisory Board on the Environment at the earliest practical date.**

## Highways

The impact of roads and highways on the environment is immense, yet too often highway planning is geared strictly to engineering and economic criteria.

The proposed Division of Land Use Planning in the Executive Office for Administration and Finance is designed to provide a vehicle for an inter-disciplinary team approach to all levels of highway planning and development. On the Federal level, this team approach, utilized by the U. S. Department of Transportation and the Bureau of Public Roads, is called the Joint Development Concept. The basic objectives of the Joint Development Concept are to locate, plan, design and construct urban and rural freeways in cooperation with other public and private agencies, organizations or interests. Highway policies should be harmonious with the maximum utilization of land adjoining the highway right-of-way, to help communities meet their needs for such additional facilities as other transportation modes, utilities, new or replacement public and private housing, industrial sites, schools and parks within the highway corridor.

Ecological, social and visual aspects need fuller consideration, particularly in areas of open country. The significant gains already realized in billboard control and the screening of dumps should be consolidated and expanded. The rural road system, especially back roads and country lanes, constitutes a significant recreation resource. New policies are needed for its protection.

**10. We recommend that the Joint Development Concept advocated by the U. S. Department of Transportation be employed at once in the Commonwealth, in cooperation with individual communities, regional planning districts, and resource agencies.**

The "two hearings" policy should also be amended to permit regional review and evaluation, and all highway construction plans should be submitted to the newly-proposed state Land Use Planning Division.

## Public Utilities

A recent decision of the Massachusetts Supreme Court noted the intrusion of telephone and power lines as a major blight within communities and on the landscape. The construction of new plant facilities to meet future power needs has become a major source of conflict in many parts of the State.

The Commission recognizes the impact which the entire public utility industry is having upon the physical environment of the Commonwealth, the problems involved and the creative opportunities which exist. It has considered the need for legislation permitting cities and towns to require the underground installation of utility lines, the problems of financing such measures, questions of thermal pollution and the opportunities for comprehensive planning for multiple-use utility corridors.

Since long-term power needs are now being planned for New England as a whole, a regional overview to many of these issues is required.

It has become evident also that Massachusetts needs more comprehensive and effective power plant siting procedures.

The Commission appreciates the complexity of these issues, the need for expert opinion on the scientific, engineering,

legal and financial matters involved. It also recognizes the need for immediate action.

**11. We recommend that the Governor appoint an Ad Hoc Task Force on Utilities and the Environment to consider this whole question on a regional basis, in cooperation with the New England Regional Commission and the New England River Basins Commission, and to report to the Advisory Board on the Environment with specific proposals for state-wide action.**

## C. LAND ACQUISITION PRIORITIES AND MANAGEMENT GUIDES

Previous recommendations have focused on ways of promoting more efficient use of developable land, and of securing certain environmental values, without direct public purchase. But this emphasis should not detract from the urgent need for a clearly defined state-wide land acquisition program at this time, together with measures to insure the protection of existing public recreation areas and natural resources.

### Urban Focus

A critical need exists to acquire additional open space and recreation areas which are accessible to the urban centers of the Commonwealth: the cities of Boston, Lowell-Lawrence, New Bedford-Fall River, Springfield-Holyoke and Worcester.

A recent study by the Metropolitan Area Planning Council found that its region's existing 40,000 acres of recreation land was deficient by 28,000 acres in 1960 and will be deficient by 110,000 acres by the year 2000. The Commission believes that comparable pressures exist in most urban centers of the Commonwealth.

Priority should be given to the acquisition of sites for water-oriented recreation, particularly swimming beaches on both fresh and salt water. The number, extent and location of beaches which are open to the public are insufficient to meet current demands, and this demand is increasing rapidly.

**12. We underscore the urgency of re-focusing land acquisition policies and priorities to meet the needs of the urban environment. This judgment of the Commission is reflected in the proposals for site acquisition listed in priority order in Appendix A.**

We also support the principles behind the proposed study of urban recreation initiated by United Community Services. This study should be carefully scrutinized by appropriate agencies, and articulated with the MDC analysis proposed in Recommendation 5 above.

### Open Space Linkage

Efficiency in the use of open space calls for the incorporation of visual as well as functional values, and this can often be best achieved through the concept of linkage. River banks and streams, edges of roadways, abandoned rights-of-way and lands along utility corridors can be woven together with large public reservations and vestpocket parts to form networks of open space for maximum public use and enjoyment.

A Massachusetts trail system should be vigorously developed within this context, linking public and private areas through the use of easements as well as outright purchase.



Policies should be developed to encourage the widespread use of easements and tax relief measured by state, local and private agencies to supplement public land acquisition programs. Particular attention should be given to the use of scenic easements to protect the entrances and environs of existing public recreation areas, highway views and river banks, with particular attention to the Connecticut and Housatonic Rivers. Tax policies should be designed to relieve tax pressures on privately-owned lands which have been designated by official plans as best left undeveloped, incorporating the roll-back principle to prevent speculative abuse.

- 13. We recommend that the linear park concept be adopted as a policy guide in the state-wide open space acquisition program, in addition to the specific priorities listed in Appendix A.**

### Water Resources and Wetlands

Through pioneering legislation such as the Jones Act and the Hatch Act, and later the Coastal and Inland Wetlands Acts, Massachusetts has provided theoretical protection for strategic elements of the natural environment – coastal areas, estuaries, inland wetlands and flood plains. Implementation of these laws will require a great deal of legal work, field reconnaissance, funding and enforcement measures. The Commission believes that these programs should be vigorously developed. At stake is the protection of vital and strategic water and marine resources, as well as providing for an ecological rationale for the system of regional open space planning described above.

- 14. We recommend that special attention be given to the funding and field implementation of these wetland programs on an annual basis, and that the Department of Natural Resources be provided with the additional staff needed to carry out this task.**

Opportunities for water-based recreation in the Commonwealth are limited, particularly fresh and salt water swimming beaches. The acquisition and development of smaller beaches and swimming places should be the concern of Conservation Commissions and local land trusts. Recommendations for priority acquisitions by the State are listed in Appendix A. Opportunities are also available for broadening the recreational use of public water supplies in certain cases, and for expanding public access to inland ponds and lakes. Accelerating water pollution abatement activities will release additional water resources for recreational purposes.

- 15. We recommend that a special and independent study be made of the prohibitive restrictions on virtually all forms of water recreation in public water supply areas to determine how limited recreational activity might be sustained wherever water is treated before use.**
- 16. We recommend that all ponds, streams and rivers in the Commonwealth be inventoried and classified for their scenic qualities and recreational potential, and that appropriate administrative regulations for their use be developed.**

In connection with this, we propose also that certain of the Commonwealth's ponds, streams and rivers, whose size, scenic value or ecological considerations demand it, be protected by restricting the size of outboard or inboard motors which may be used upon them. An acknowledged source of

pollution, these motors create also a type of use often incompatible with the charm and character of many of our natural areas. In some cases, it may be necessary to prohibit the use of outboard motors altogether.

### Protection of Existing Areas

Massachusetts has made impressive records over the last 40 years in setting aside areas for public recreation and enjoyment, and has embarked upon an ambitious program of acquisition to meet future needs. But public and private pressures upon these areas will increase dramatically in the years ahead - for more intensive forms of recreational uses, and for other kinds of land developments. Policies must be formed now to secure the gains already made.

- 17. To protect lands already secured for recreation and open space purposes, we recommend that there be enacted a rebuttable statutory presumption that use of such lands for park, recreation, wildlife, historic or amenity purposes is the highest and best use, when such lands are sought to be condemned under eminent domain powers. When this presumption is rebutted in condemnation action, land of equivalent quality and value must be substituted by the taking agency whenever feasible.**
- 18. We recommend that no publicly designated open space or recreation areas – state, county or local – be disposed of or converted to other uses without first offering their sale to the Department of Natural Resources or the MDC, and that comparable enabling legislation be enacted to permit communities to grant such right of first refusal to park boards and Conservation Commissions.**

Outstanding natural areas within the Commonwealth should be preserved to provide opportunities for scientific research, for teaching and for the preservation of rare and valuable plants and animals together with their natural communities.

- 19. We recommend a Natural Areas Committee be appointed by the Commissioner of Natural Resources which would identify the state's outstanding natural areas and describe their ecological qualities, and their distinctive landscape characteristics.**

The committee should also recommend to the Department of Natural Resources policies for the permanent protection, preservation and maintenance of the qualities and characteristics of the areas identified. Particular concern should be given to those areas which by reason of the fragility of their natural qualities should be protected against overuse.

### Environmental Education

If we are to achieve wise and balanced management of the natural resources of Massachusetts, our children must learn to understand the nature of resource problems, and their own relationships with the environment. The Massachusetts Association for Conservation Education is working with the Department of Education in implementing appropriate sections of the Willis Report of 1965, and to secure state funds to supplement programs financed under Title III of the Secondary Education Act of 1965. The Commission supports these efforts, but it further believes that environmental education must be pursued at all levels.

20. We recommend that environmental conservation be made a required subject in the public school systems of Massachusetts, that Community Colleges be encouraged to introduce programs in the resource management field to meet future demand for trained personnel, and that the State University system be requested to provide refresher courses and post-graduate training programs in environmental management and planning for teachers, citizens and professionals.

## APPENDIX A

### Priority Proposals for Land Acquisition

#### 1. Boston Harbor Islands

The proposals of the Metropolitan Area Planning Council and the Special Legislative Commission on the Islands, Waters and Shoreline of Boston Harbor for ownership and control of all of the islands of Boston Harbor not now in public hands should be implemented immediately. These land areas offer many miles of varied and potentially useful shoreline. Their cost will be substantially less if acquisition takes place before, rather than after, the harbor's anti-pollution program is completed.

Land use plans should consider a multiple number of possibilities. The MAPC study emphasizes recreation. An overview study by the Massachusetts Institute of Technology proposes possible mixed residential and recreation use.

A professional in-depth study should be initiated to explore residential possibilities. The future of Logan Airport will have considerable impact on land use plans, as will considerations for Expo-Boston. All of these possibilities further emphasize the need for acquisition now.

#### 2. Charles, Mystic and Neponset Rivers

Approved Metropolitan Area Planning Council plans for the protection of open space, recreation, watershed and flood plain areas along the Charles, Mystic and Neponset Rivers should receive top priority for action, including protection through easements.

#### 3. Other Massachusetts Rivers

Although the immediate pressures are not as great, programs of watershed and flood plain protection, open space and recreation should be initiated along other rivers of the Commonwealth as well: such as the Housatonic, Deerfield; Merrimack, Westfield, Millers, Ware, Ipswich, Taunton, Blackstone, Swift, Concord, Sudbury, Quaboag, Nashua, Chicopee and Hoosic.

#### 4. Metropolitan Area Open Space Proposals

The Metropolitan Area Planning Council has approved plans for the protection of open space areas in Greater Boston, including addition of land to existing metropolitan parks as well as the establishment of new areas. These plans rank high in priority and should be reviewed for action.

#### 5. Connecticut River

It is recommended that Massachusetts support existing plans for a National Recreation Area along the Connecticut River, as proposed in the Bureau of Outdoor Recreation Study.

The acquisition of easements here will play a primary role.

The Department of Natural Resources should be prepared to acquire these easements by eminent domain. Of the 12,000 acres to be included in the Massachusetts Mount Holyoke Unit of the National Recreation Area, 85 percent are now in private hands. Acquisition and protection should begin immediately.

An emphasis on the Connecticut River area and its open space needs balance the emphasis on Boston Harbor and the Charles, Mystic and Neponset Rivers. Here is a double-barreled open space plan which embraces two heavily populated areas of the state and proposes to meet recreation needs now and in the future.

### Beaches

#### 6. Plum Island

The northern tip of this "island" is privately-owned and much of it developed with houses, but 80 percent of the "island" including the outer beach, the dunes and the western marshes, is part of the Federally-owned Parker River Wildlife Sanctuary.

Under present regulations, use of the outer beach is severely limited. It would seem possible to encourage substantial use of the beach without destroying ecological values. The potential of this area warrants an investigation of the feasibility of acquiring more of the northern end of Plum Island and establishing a State-Federal beach facility which could ease the demands of other Essex County beaches.

#### 7. South Cape Beach

Acquired by the State Department of Public Works some years ago and subsequently returned to its original owners, this mile-long beach east of Waquoit Bay on Vineyard Sound offers unusual opportunities to answer the need for salt-water swimming beaches. We recommend immediate acquisition.

#### 8. Duxbury Beach

This long beach on the east side of Plymouth Harbor, partly owned by the town, has physical characteristics which allows it to provide water-oriented recreation for a sizable number of persons. A study is recommended to examine both its potential and any conflict which state-ownership might create with legitimate local interests.

#### 9. Sandy Neck - Barnstable

This finger of beach, marsh and upland forming Barnstable Harbor is a natural area of unusual quality and beauty. It is now owned by the Town of Barnstable. The desirability of state control and management or some cooperative arrangement with the town should be investigated.

# Land: We Have the Next 10 Years

Trustees Launch a New Campaign to Preserve Special Features of the Massachusetts Landscape

Approved by the Standing Committee of The Trustees of Reservations at its regular monthly meeting in December, 1969, this preliminary **Report of the Future Policy Committee** is ready for implementation. An initial study committee, representing public and independent resource agencies and organizations, will be appointed shortly. It will establish criteria and create a work plan.

The appointment of regional study committees to help with field work, comes next. And, finally, the study itself will be underway.

The 1933 Report of the Massachusetts Landscape Survey is too lengthy (27 pages) to reproduce here. However, copies of this remarkable document are available. Write The Trustees of Reservations, 224 Adams Street, Milton, Massachusetts 02186. Please enclose one dollar (\$1) to cover printing and postage.

The Future Policy Committee of The Trustees of Reservations was appointed by the Chairman of the Standing Committee in 1968 to recommend proposals which, working within the framework of past traditions and accomplishments, would help choose priorities for action in the years ahead.

This preliminary report should begin by introducing the Committee itself: Chairman, Mr. John M. Woolsey, Jr., a former Chairman of the Standing Committee now on the Advisory Council; Standing Committee member Mr. Arthur M. Jones; Advisory Council member Professor Charles W. Eliot, II; Mr. Richard E. Bennink, a member of the corporation of The Trustees of Reservations and a Trustee of the Fund for Preservation of Wildlife and Natural Areas; Mrs. Julia Broderick O'Brien, former Chief Open Space Planner, Metropolitan Area Planning Council; Mr. Stephen Ells, Deputy Director, state Department of Natural Resources and Mr. Gordon Abbott, Jr., Director, The Trustees of Reservations.

In four meetings and a total of some 12 hours of thought and deliberation, Future Policy Committee members reviewed the really remarkable achievements of the last 78 years. And, in searching discussion, they explored the needs of the future and how they might best be met building on the patterns of the past.

Since 1891, The Trustees of Reservations have, following their charter provided by the Great and General Court, preserved for the public places of natural beauty and historic interest throughout the Commonwealth.

Today, The Trustees of Reservations are custodians for 50 open space and historic areas from the Berkshires to Cape Cod and Martha's Vineyard. They total more than 10,420 acres of seashore and woodlands, rivers and streams, wetlands, marshes and wildlife areas, as well as magnificent formal gardens and museum houses.

**The Future Policy Committee considered a basic question. Is there a need to continue this activity? We believe there is. Indeed, we believe that these efforts to maintain and improve the quality of our environment are more important today than at any time in Massachusetts history.**

In the next decade, statistics show, the population of the Commonwealth will climb from a present five and one-half million to more than six and one-half million people, all of

whom must be housed on the land, provided with clean water and air, and the multitude of goods and services which our society has come to demand.

Combine this with additional increases in leisure time and disposable income, with forecasts of new and startling methods of mobility and further growth in an already wide range of personal interests, and it is obvious that the impact on our environment will be enormous.

Of all our natural resources, the **land** is the most immediately and dramatically affected by the growth of population and industry.

And yet all of us know how we use this precious resource will, to a large extent determine the kind of quality of life that our own and future generations will enjoy in the years ahead.

A part of our landscape is already secured for conservation purposes. A much larger part, more than three-quarters of our land surface, is under private ownership. If we are to acquire and preserve additional areas of open land for public use and enjoyment we must act with the utmost urgency of purpose. If we do not, the opportunities which are available to us now will not exist, even within a decade.

**The Future Policy Committee, therefore, proposes that The Trustees of Reservations initiate a new and intensive campaign to preserve and protect special areas of the Massachusetts landscape.**

It will require new energies and new dedication. Already our efforts with World's End in Hingham, and Wasque on Chappaquiddick Island show what can be done with concerned community leadership and region-wide public support to raise funds to purchase land for preservation purposes.

Throughout the history of The Trustees of Reservations there are outstanding examples of land philanthropy, a remarkable record of generosity and concern, for others, who may share the same desires, to follow.

The passage earlier this year of legislation simplifying and clarifying the acquisition of less-than-fee rights and restrictions will, hopefully, increase the use of conservation easements to protect open space areas.

Teamwork, of course, will be another essential ingredient of success. Presently we enjoy a pleasant and productive partnership with public agencies such as the state Department of



*The high sand cliff of Menemsha Hills Reservation catches the last pink light of sunset. View from the north shore of Martha's Vineyard. Menemsha Hills, a natural environment area, is a special feature of the Massachusetts landscape preserved by The Trustees of Reservations.*

Natural Resources and local Conservation Commissions, as well as other independent land-oriented conservation organizations such as the Massachusetts Audubon Society and The Nature Conservancy.

On many an occasion, these partnerships have led to the preservation of vital land areas which otherwise might have never been protected.

This close and cooperative relationship between public and independent resource agencies and organizations also means that properties of varying character and values are more likely to find the parent best suited to protect their special features, whether they be used for recreation of a high or low intensity, education, or to provide for scenic beauty, scientific interest, or other open space purposes.

In the area of preservation, conservation and the concern for our environment, The Trustees of Reservations have, since their beginnings, played a unique and special role.

Their chief concern has been the protection of scenic beauty and the distinguished features of the Massachusetts landscape.

Some, such as the great house at Naumkeag in Stockbridge, with its superb site and surrounding gardens, are the result of a magnificently-artistic creation of formal landscape design and the adaptation of the natural environment to please and move the sense of man.

Others, such as the steep and rugged sides of Great Barrington's Monument Mountain or the high bluff and lonely shores of Menemsha Hills on Martha's Vineyard are natural environment areas, spectacular in their beauty and much the same today as they must have been when our fore-

fathers first set foot upon the continent.

Most important, there is a **museum quality** to each property, a quality which is measured by its special landscape character, a quality which necessarily restricts the activities it can entertain.

Today, public resources agencies, the National Park Service, the U. S. Bureau of Sportsfisheries and Wildlife, the state Department of Natural Resources and the Metropolitan District Commission, must logically and necessarily meet the surging demand for facility-oriented and machine-oriented recreation on a scale of increasingly high intensity.

We offer the citizens of the Commonwealth a chance to observe and enjoy the natural qualities of our landscape — its wildlife, its trees, its native wildflowers and shrubbery, its geology, ecology and biotic communities, as well as the beauty which man and nature have combined to create in gardens of magnificence or simplicity.

Our areas also add the precious ingredient of tranquility and calm, so rare today in our crowded, hectic urban communities.

**The Future Policy Committee believes that the need for low-intensity recreational opportunities and activities such as these will grow increasingly important in the years to come, and that The Trustees of Reservations should continue its emphasis and efforts in this vital direction.**

If this new and intensive campaign to protect the special values of the Massachusetts landscape is to be successful it must have a Master Plan.

We must be able to identify which areas and features should be preserved; we must be able to describe what environmental qualities they possess; and we must be able to list what priorities for action they should be assigned.

In 1933, The Trustees of Reservations, in concert with the American Society of Landscape Architects, completed an inventory of outstanding open space areas.

The Report of the Massachusetts Landscape Survey, written by Bradford Williams, landscape architect and long-time member of the Standing Committee of The Trustees of Reservations, shows a rare and preceptive appreciation of the pressures which are shaping the landscape of the seventies.

Many of its recommendations and proposals have become realities. Today, Plum Island is a wildlife sanctuary, its ecology protected by the United States Fish and Wildlife Service.

Bartholomew's Cobble is a garden of wildflowers preserved by The Trustees of Reservations where botanists can observe more than 700 species of plant life.

In Windsor, bordering the winding waters of the Westfield River, Windsor Jamb State Park is now maintained for public use and enjoyment by the state Department of Natural Resources. Its beauty is viewed by thousands each year.

There are other areas, however, mentioned in the 1933 report which have not yet been acquired for environmental purposes.

And, equally important, there are still other areas around the Commonwealth which, because of the exigencies of time and travel in those depression days, were not subject to survey. These must be formally identified and added to the list.

**The Future Policy Committee proposes that The Trustees of Reservations, as a first step in its campaign to preserve and protect special areas of the Massachusetts landscape, bring the 1933 Report of the Massachusetts Landscape Survey up to date.**

This will be our Master Plan.

There will be refinements in this new **Survey of Landscape Values**. Criteria, categories and terminology will be modernized and adapted to meet the needs of today's demands.

But the basic framework and objectives of this really extraordinary document will remain the same – to preserve the special features of our landscape.

Already the partnership we mentioned earlier is at work. In recent meetings this proposal to inventory the Commonwealth's outstanding natural areas won enthusiastic reaction. Support has been promised from two leading resource agencies and organizations, the state Department of Natural Resources and the Massachusetts Audubon Society.

With the approval of the Standing Committee of the Trustees of Reservations, work can begin immediately.

Since that initial landscape survey now some 36 years ago, the number of properties protected by The Trustees of Reservations for public use and enjoyment has grown from eight to half a hundred.

An impressive record and one which, hopefully, will help set the pace for the future.

We no longer have, however, the luxury of time. Our inventory will take a year or more to complete. And although present acquisition efforts will, of course, continue, land values are skyrocketing and development maintains its steady erosion of the countryside.

Let us then concentrate this effort to preserve and protect these special features of our landscape in the decade of the seventies. Working together we can achieve our goal.

Again, let us emphasize this is a preliminary report from the Future Policy Committee. Others will follow in the areas of property management and use, for example, membership, regional organization and finance.

## Charles W. Eliot, II Receives 1969 Conservation Award

Professor Charles W. Eliot, II, landscape architect, city planner and long-time member of the Standing Committee and Advisory Council, was presented the 1969 Conservation Award at The Trustees of Reservations' annual award ceremony and dinner on December 3, 1969.

Some 210 persons attended the event held in the Executive Dining Rooms of the New England Merchants National Bank on the 49th floor of the Prudential Center.

Host for the evening was Mr. Charles R. Strickland, President of The Trustees of Reservations.

"Tonight," said Mr. Strickland, "this is a family affair. We are delighted to honor one of our own, and at the same time, recognize the outstanding record and accomplishments of The Trustees of Reservations over the past 78 years.

"With warm pleasure and affection," continued Mr. Strickland, "The Trustees of Reservations present their Conservation Award this year to Professor Charles W. Eliot, II for distinguished service in the field of conservation and the environment.

"Your association and your activities with The Trustees of Reservations spans a long period of history. Nephew of our founder Charles Eliot, grandson of our early President Charles W. Eliot, you joined the Standing Committee in 1924. You served as Secretary of The Trustees of Reservations from 1925 to 1926 and since then on the Standing Committee and on the Advisory Council.

"As a Planner and a Landscape Architect, your energies, ideas and interest have helped chart the course of our organization's aims and accomplishments over some 45 years.

"At meetings and in discussions, your continued emphasis and clarification of our original ideals have helped maintain the integrity and stature for which The Trustees of Reservations are rightly known.

"Your distinguished professional career as Director of the National Resources Planning Board in Washington and as a Professor of City and Regional Planning at Harvard University's School of Design, have helped preserve environmental values across the country.

"As a planning consultant you have contributed ideas to communities throughout New England which have furthured the wise use of land and related resources to benefit our own and succeeding generations.

"For all these achievements and more," Mr. Strickland concluded, "too numerous to mention here, it is with the greatest of pleasure that we present you with The Trustees of Reservations' 1969 Conservation Award."

This year, "because of special and pleasant circumstances," the Standing Committee chose to withhold announcement of the winner of the Conservation Award until the moment of presentation at the dinner itself.

"I began to have some suspicions," said Professor Eliot with a twinkle, "as to whom the recipient might be soon after the invitations arrived, from friends' smiling remarks that they would see me at the dinner, but I had no idea of the extent of secret efforts to alert family and special friends until the day before the dinner and the delivery of a gorgeous corsage and boutonniere (from son Charlie and his wife Jere) during the afternoon before the dinner. I was grateful for some 'warning!'

"Larry (Eliot) 'reserved' two seats for us near the head table during the cocktail hour, and I was particularly pleased that so many students and former students attended, as well as fellow workers in 'the cause' from Ipswich and from as far away as Williamstown . . ."

Speaker for the evening was Mr. Paul Brooks, editor, author and widely known and respected conservationist. Mr. Brooks is a Director of the Sierra Club, renowned for its vigorous and articulate defense of the national environment. As a Vice President and Editor-in-Chief of Houghton, Mifflin (just retired), Mr. Brooks was associated with Miss Rachel Carson in the publication of *Silent Spring* and with other famous writers in the field of natural history. A dedicated canoeist, hiker and outdoorsman, Mr. Brooks is a frequent contributor to the *Atlantic Monthly* magazine and author himself of *Roadless Area* which won the John Burroughs Award for the best nature writing of 1964.

Earlier in the evening Mr. Gordon Abbott, Jr., Director of The Trustees of Reservations, presented a summary report on the recommendations of the Future Policy Committee which are reprinted in this newsletter.

At the head table were Mr. Charles R. Strickland, President, The Trustees of Reservations; Mr. and Mrs. Augustus P. Loring, (Mr. Loring is Chairman of the Standing Committee of The Trustees of Reservations); Mr. and Mrs. Charles E. Mason, Jr., (Mr. Mason is Vice President of The Trustees of Reservations); Mr. and Mrs. Richard L. Frothingham, (Mr. Frothingham is Treasurer of The Trustees of Reservations; Miss Amelia Peabody, (Miss Peabody is a former Vice President of The Trustees of Reservations and presently a member of the Advisory Council) and Mr. and Mrs. Paul Brooks.

**The Trustees of Reservations  
224 Adams Street  
Milton, Massachusetts 02186**



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